

# The Ought-to-be and to-be of the Construction of Social Psychological Service System: Based on the Evaluation of 12 Pilot Areas in China

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**Abstract:** The construction of social psychological service system is an important measure to innovate social governance in China, which aims to solve the problems of social mentality cultivation and psychological construction. However, whether the “meaning of oughtness” of this concept can be implemented in the construction practice all over the country remains to be discussed. This study collected the network text data of the actual work situation in 12 pilot areas of social psychological service system construction in China, and coded the data according to 6 primary indicators such as organizational structure and work mode and 23 secondary indicators under them to describe the “actual situation” of construction in various places. The text analysis results show that: (1) the content orientation of the construction of social psychological service system in each pilot area has a serious tendency of “mental health”; (2) on the whole, psychosocial services only focus on “risk prevention and control”; (3) the relationship between social psychological service and social governance is misplaced. In short, there is a big gap between the “actual situation” and “meaning of oughtness” of the construction of social psychological service system all over the country.

**Keywords:** Social psychological; Service social governance; Mental health service; Text analysis

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## 1. Questions Raised

The report of the 19th National Congress of the Communist Party of China proposed to “strengthen the construction of social psychological service system”, which inspired scholars to think about how psychology can serve the major practical needs of the country<sup>[1-6]</sup>. Governments at all levels and relevant departments have begun to actively explore the construction of social and psychological service system in their own regions or departments<sup>[7,8]</sup>. Some regions have made some achievements and tried to summarize the experience for reference. However, there is no systematic research on whether the construction of various places fully reflects the

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connotation of “social psychological service system”. This paper intends to collect text materials that can reflect the construction of 12 pilot areas identified by the central comprehensive management office as the contact points for the construction of social and psychological service system in 2016 through the network, analyze them to describe the “actual situation” of local construction, and compare them with the “meaning of oughtness” required by the central document, so as to find problems and correct the direction of practical work.

## **1.1. Interpretation of the connotation of psychosocial services from government documents**

In the construction of social psychological service system, we should first clarify the connotation of “social psychological service”. In recent years, Wang has used the term “psychological service” in the social service sector, which means that “psychological service” has not been systematically discussed in the social service sector before 2018; Zhang believes that “psychological service” in 2018 mainly refers to the social service sector<sup>[9-11]</sup>. However, some scholars pointed out that social psychological services are not mental health services at the individual level, but to solve social mentality and social psychological problems<sup>[3,4,6]</sup>. The understanding deviation of “social psychological service” will directly affect the direction of policy implementation and the specific measures and evaluation of service system construction. Therefore, this paper will clarify this explanation from the two levels of government documents and scholars’ views, clarify the connotation of social psychological service, and then analyze and evaluate its construction practice.

In government documents, “social psychological services” and “mental health services” have appeared at the same time for many times, and have also been used separately. After careful study of the documents, we can find that in some of the most important documents, the concept of psychosocial service has clear connotation and is roughly positioned at the level of social governance. For example, in the Suggestions of the Central Committee of the Communist Party of China on Formulating the Thirteenth Five-Year Plan for National Economic and Social Development in 2015, the two concepts appear at the same time, but belong to different Titles: under the title of “promoting the construction of healthy China”, it is proposed to “advocate a healthy lifestyle and strengthen mental health services”; under the title of “strengthening and innovating social governance”, it is proposed to “improve the social psychological service system, counseling mechanism and crisis intervention mechanism”. This document clearly distinguishes the use of two concepts, their respective nature and clear positioning. Several Opinions on Giving Full Play to the Role of Comprehensive Treatment Centers and Strengthening Social Psychological Service Guidance and Crisis Intervention issued by the central political and Legal Commission and the central comprehensive management office in 2016 also clearly emphasized the role of psychosocial service as a means of social governance. The report of the 19th CPC National Congress in 2017 did not mention mental health services, but specifically emphasized “strengthening the construction of social psychological service system, cultivating self-esteem, self-confidence, rational, peaceful and positive social mentality”, and incorporated it into the category of “strengthening and innovating social governance”. It can be seen that the construction of social psychological service system is an important measure to strengthen and innovate social governance in China.

However, in the Guidance on Strengthening Mental Health Services jointly issued by 22 departments such as the National Health and Family Planning Commission in 2016, the two concepts are “in the same frame” and cross used. Although the document refers to “social psychological services” more than ten times, it mainly discusses individual mental health services. In 2018, the National Health Commission and other 10 departments issued the pilot work plan for the construction of the national psychosocial service system, which is in the name of “psychosocial service”, but in the reality of “mental health service”.

From the perspective of authoritative government documents, “social psychological service” and “mental health service” should be two different concepts. They cannot replace each other and cannot be used together<sup>[4]</sup>. The former focuses on solving the social governance problems such as the cultivation of social mentality and the dredging of social emotions at the macro level; the latter mainly solves personal mental health problems from the perspective of pathology and medicine. If mixed, it may mislead public understanding and practice.

## **1.2. Academic views on the construction of social psychological service system**

In terms of the connotation of social psychological service, academia has formed two different views: one is the “mental health service concept”, which regards social psychological service as the continuation and expansion of the original concept of individual mental health service, but emphasizes the expansion of service coverage and its contribution to social governance on the basis of the original concept. The other is the “concept of social governance”, which clearly points out that social psychological services are not individual mental health services, but one of the contents and methods of social governance<sup>[4]</sup>. At the content level, social psychological services should focus on solving social mentality and social psychological problems, such as social mentality construction, social psychological counseling, social expectation management, etc.; the use of psychological strategies and laws for social governance mainly reflects the function of social psychological service as a way of governance<sup>[12,13]</sup>. This is the essence of “social psychological service” clearly clarified by the academic circles from the perspective of social governance.

Scholars who hold two views give different suggestions on the construction of social psychological service system. Scholars who hold the “view of mental health service” believe that the core content of the construction of social psychological service system is to improve people’s psychological health level through mental health services, so as to promote social harmony and stability. Specific measures include strengthening the publicity of psychological science knowledge, promoting the three-level system of mental health services, and strengthening the mental health service capacity of medical institutions<sup>[14]</sup>. Scholars who hold the “view of social governance” believe that the system construction focuses on improving the unbalanced social values, reducing the lost social emotions, improving the level of social trust, enhancing the public’s sense of gain and happiness, and improving the ability of various governance departments to use the laws of psychology to carry out work or the ability of “governance from the heart”<sup>[5]</sup>. However, the current research and application of psychology in China are far from reaching the goal of serving social governance<sup>[15]</sup>. In the future, it is necessary to strengthen research and application in the aspects of social mentality, the monitoring of social public opinion<sup>[6]</sup> and the construction of cultural identity<sup>[3]</sup>.

## **1.3. Views and ideas of this study**

Based on the understanding and understanding of the spirit of the report of the 19th National Congress and the analysis of two viewpoints in the academic circles, this paper puts forward and adheres to the “concept of social governance”<sup>[4]</sup>, that is, social psychological service is one of the contents and methods of social governance. Individual oriented mental health service is by no means the core content of the social psychological service system. It only has some logical connection with the social psychological service system in preventing individual mental health problems from causing social problems.

With a correct understanding of the essence of social psychological service, the “meaning of oughtness” of service system construction is obvious, including the following three aspects. Firstly, in terms of content orientation, the construction of social psychological service system should highlight the perspective of “society”

and “social psychology”, and focus on solving the universal, group and emerging social psychological problems faced by the whole society. For example, how to promote mutual understanding, contact and integration between different social groups (such as between urban and rural areas, between ethnic groups and between classes), how to reasonably dredge the impact of social changes on public psychology, and how to unite the hearts of the people through common dreams, common ideals and common goals to realize the Chinese dream of the great rejuvenation of the Chinese nation<sup>[4]</sup>.

Secondly, in terms of construction ideas, we should take into account the “problem” perspective and the “development” perspective, as well as human factors and institutional factors. Psychosocial services should solve the existing negative social psychological problems that affect the construction of a harmonious society and even weaken the driving force of economic development (such as “hatred of the rich”, “lack of trust”, etc.), the deterioration trend of key psychological indicators<sup>[16]</sup>, calm social group events and maintain social stability<sup>[17,18]</sup>. It is more important to cultivate health, peace, inclusiveness. An enterprising social mentality to improve people’s sense of happiness, sense of gain and other positive psychological indicators. We should recognize that people’s problems are not only social mentality and social psychological problems, but also various psychological or psychological problems arising in the process of social governance, such as the improvement of the ability of governance subjects, the decision-making improvement of the government and other departments, the response to real social psychological problems, the construction of positive psychology, etc.<sup>[13]</sup> To solve these psychological and psychological problems, we should not only talk about psychology, but also consider institutional factors<sup>[19]</sup> and pay attention to the improvement of social reality as the psychological basis.

Finally, in the sense of ways and methods, we should pay attention to social governance based on psychological laws. The construction of social psychological service system is a major measure to innovate social governance. It has special methodological value, that is, we should fully respect and follow the law of psychological behavior, use psychological methods to realize the transformation of social governance from “rigid governance” to “flexible governance”, pay attention to the use of psychological laws at all levels of social governance, and achieve “good governance from the heart”, To achieve “governance from the heart”<sup>[5,20]</sup>.

After clarifying the “meaning of oughtness” of the construction of social psychological service system in three aspects: content positioning, construction ideas and method value, this study intends to objectively describe the “actual situation” of local construction, so as to compare the gap between the two, and plans to prepare a comprehensive and feasible evaluation system combined with the actual situation to describe the “actual situation” of the construction of social psychological service system at each contact point.

This study uses the method of network text analysis to evaluate, and encodes and analyzes all kinds of network text data that can reflect the overall picture of local construction work, so as to describe its “actual situation”.

## 2. Research Methods

### 2.1. Sample area selection

In this study, 12 areas designated by the central comprehensive management office as the contact points of “social and psychological service system construction” in 2016 were selected as the evaluation sample areas. They are Fengtai District, Beijing (hereinafter referred to as “BFT”), Shijiazhuang City, Hebei Province (SJZ), Changning District, Shanghai (SCN), Gongshu District, Hangzhou City, Zhejiang Province (HGS), Xiamen City, Fujian Province (FXM), Ganzhou City, Jiangxi Province (JGZ), Jiaozhou City, Qingdao City, Shandong Province

(QJZ), Xiping County, Zhumadian City, Henan Province (HXP), Maojian District, Shiyan City, Hubei Province (HMJ), Changsha City, Hunan Province (HCS) Liwan District, Guangzhou City, Guangdong Province (GLW) and Dawukou District, Shizuishan City, Ningxia Hui Autonomous Region (DWK). The designation of these 12 contact points was originally to build a national demonstration model, so they should represent the basic situation of the construction of China's psychosocial service system at the present stage.

## 2.2. Data retrieval method

There are five ways to collect data: first, search on "Baidu" with the name of each contact point (hereinafter referred to as "pilot area") (such as Fengtai District, Beijing) and "psychosocial services" as the key words until the obtained information is saturated. Second, through the "Chang'an Website Group" in the "China Chang'an Website" of the central political and Legal Commission, log in to the "Chang'an Website" in each pilot area, and search the text marked with "social psychological service system". Third, visit the special website for the construction of social and psychological service system in the pilot area. Fourth, use the above key words or subject words to search newspaper materials on "CNKI". Fifth, search for relevant news materials through the websites of cooperative units in the pilot areas (such as psychiatric hospitals, psychological service companies, universities or research institutes). The text searched in the above way is required to be published after July 1, 2016, that is, after the notice of the pilot construction of social psychological service system is issued, as of July 1, 2018.

In order to test the saturation of the data obtained by the above methods, the text data of one pilot area (Jiaozhou City) are compared with the introduction data of government departments provided by the local competent department. It is found that the content of the online text data includes and is more than the introduction data of government departments. Therefore, the text data collected in this study can reflect the construction status of each pilot area.

## 2.3. Quantity and type of text data

The amount of text data collected in this study in each pilot area. After removing the duplicate data obtained by different retrieval methods, the number of text words in the area with the most abundant data reaches 35,819 words, the least 2,926 words, and the total number of data words in 12 areas is 172,718 words. Text types include administrative documents, summary and in-depth reports.

## 2.4. Evaluation index and coding method

The evaluation indicators include 6 primary indicators and 23 secondary indicators with strong operability (see **Table 1**). The six primary indicators are: (1) organizational structure refers to the administrative structure and various supporting guarantee measures of the construction project of social psychological service system; (2) working mode refers to the normal working mechanism and mode, as well as various innovative work contents and processes in various regions; (3) platform construction refers to the construction of physical service platform for the construction of social psychological service system; (4) service object and service content; (5) team building refers to the composition of personnel involved in social and psychological services and the professional training of the team; (6) effect evaluation, including the self-evaluation of the construction effect of each pilot and the evaluation of the superior competent department. The index system is mainly determined by the research method of "grounded theory". Firstly, the concept is refined from the text "bottom-up", and then the coding scheme is continuously improved through repeated dialogue with the text data until the code number is saturated. Therefore, the coding system is complete enough.

Read the text materials in sections according to the evaluation index system in **Table 1**, mark the text materials according to the secondary evaluation index and its specific performance, and draw “√” in the corresponding coding table (there are detailed coding result tables for each primary index, but limited to space, and only one table is given as an example below). If the same evaluation index appears many times in different texts, only one mark shall be made in the coding table to reflect the “yes/no” or specific content of the index, regardless of the number of occurrences.

**Table 1.** Evaluation index system of social psychological service system construction

Primary index	Secondary index
Organizational structure	Competent department and participating department; (2) whether there is an implementation plan; (3) whether a three-level social psychological service platform (District, street and community) has been established; (4) whether the construction of service system is clearly included in the assessment scope of the Department; (5) whether local platform construction standards have been issued; (6) whether there is special fund guarantee; (7) whether there is a training program for platform staff.
Working mode	Whether a social mentality early warning mechanism has been established; (2) whether to establish psychological counseling mechanism; (3) whether to establish a crisis intervention mechanism; (4) whether to rely on Grid Management; (5) system design and routine work arrangement to realize early warning, counseling and crisis intervention (such as formulating professional classification of psychological crisis of public emergencies, issuing security system for elite and disabled personnel, public situation visit and investigation, troubleshooting of contradictions and disputes, psychological companionship plan, etc.).
Platform construction	software construction; (2) hardware construction, including hardware equipment and space configuration; (3) supporting unit.
Service object and service content	key service groups; (2) service contents for key groups; (3) service content for the public.
Team building	team composition; (2) professional qualification of personnel; (3) team training content.
Effect evaluation	construction of demonstration sites; (2) evaluation index of construction effect.

### 3. Research Results

#### 3.1. Organizational structure

In accordance with the Notice on Establishing Contact Points for “the Construction of Social and Psychological Service System” issued by the central comprehensive management office in 2016, the comprehensive management office is the competent department for this work in 11 of the 12 pilot areas, with the assistance of relevant departments such as health and family planning, education, public security and Justice Department, civil affairs and women’s Federation. A typical example is Xiping County, which puts forward the organizational structure of “Party committee leadership, government leadership, comprehensive management leadership, social coordination and public participation”. In addition to specifying the comprehensive management office as the leading department, some regions also put forward “health and family planning first” (including three pilot areas such as Gongshu District of Hangzhou) or “education hosting” (such as Shijiazhuang), which shows that there are differences in the understanding of the work content and focus of “social psychological service” in various regions. In the process of construction, all departments cooperate with each other and actively cooperate with the construction work in their respective work fields, including health and family planning,

education, justice, public security, civil affairs and other departments.

The smooth progress of the construction work requires a series of supporting guarantees, such as the introduction of construction plans, the establishment of social and psychological service platforms at all levels, the allocation of special funds and so on. At present, 8 of the 12 pilot regions have issued specific implementation plans according to the construction objectives, 10 regions have allocated special funds, and 7 regions have built three-level psychosocial service platforms. Two pilot regions have also formulated the construction standards of service platforms according to their own conditions, and three regions have incorporated the construction work into the departmental assessment system to supervise and urge the smooth development of the construction of service system. In terms of the construction of the working team, all localities have carried out some training, and three regions have issued special training plans.

## **3.2. Working mode**

One of the important work contents of each pilot area is to “improve and improve the social psychological service mechanism” (broken down into psychological counseling mechanism and crisis intervention mechanism), and “explore and innovate the social psychological service model”. The text analysis shows that seven pilot areas have established a platform for the expression of people’s interests and the prediction and early warning of social mentality according to the requirements of the document, eight areas have a special psychological counseling mechanism, and eight areas have a crisis intervention mechanism to deal with emergencies. Nine regions clearly pointed out that the establishment and operation of the three mechanisms mainly rely on the grid management system.

For special groups, some pilot areas have specially introduced safeguard systems and measures. For example, three pilot areas, including Gongshu District, Hangzhou, have introduced a number of security systems, such as replacing compensation with awards and advance payment of hospitalization deposit, in order to ensure that community mental patients can receive targeted assistance and medical treatment; In order to better understand the needs of the masses and find problems in time, the two pilot areas regularly organize activities such as “social situation and public opinion survey and visit”. Some regions have explored personalized psychosocial service models in combination with their own advantages. For example, Jiaozhou has integrated multi-sectoral forces and established a “psychological companionship plan for the whole life”.

## **3.3. Platform construction**

According to the work requirements of the central comprehensive management office, all pilot areas have established three-level social and psychological service platforms: district (county), street (town) and community (village). Here, the construction of the platform is mainly evaluated from the software and hardware construction of the platform and the supporting units of the platform. The staffing of the platform is shown in the special title below.

### ***3.3.1. Platform software construction***

The software used by the platforms in each pilot area mainly includes mental health assessment (used in 2 pilot areas), emotional counseling software (used in 6 areas), and risk assessment correction system and early warning system for special groups (used in 5 areas in total).

### ***3.3.2. Platform hardware construction***

In terms of hardware construction, most pilot areas have set up areas and equipment for psychological testing,

counseling, relaxation, emotional catharsis and so on in municipal or district level psychosocial service platforms (or centers) (see **Table 2**). However, when the service platform extends to streets (towns) and communities (villages), the configuration is usually relatively simple, including only psychological counseling rooms, and relaxation rooms will be set in better conditions.

**Table 2.** Hardware construction of social psychological service platform in each pilot area

	BFT	SJZ	SCN	HGS	FXM	JGZ	QJZ	HXP	HMJ
Hardware configuration									
Sand table		√		√	√		√	√	√
Venting equipment				√	√		√	√	√
Treatment equipment		√	√	√	√		√	√	
Test equipment			√	√	√		√		√
Space configuration									
Psychological Counseling Room	√	√	√	√	√	√	√	√	√
Psychological evaluation area				√	√	√	√		√
Catharsis and relaxation room	√	√	√	√	√	√	√	√	√
Social studio	√							√	
Group activity room						√	√	√	√
Hypnotic decompression room							√		

### 3.3.3. Platform supporting unit

The units supported by the social and psychological service platform at the highest level (including municipal or district level) in each pilot area are different. Five pilot areas rely on local psychiatric hospitals or mental health centers, three areas rely on primary and secondary schools with a good foundation of psychological education, two areas rely on comprehensive treatment centers, and one area each relies on the health and Family Planning Bureau and marriage and childbirth service centers. Although the decision of which unit the service platform relies on is made after comprehensively considering multiple practical factors such as site, personnel and equipment, the nature of the relying unit largely determines the nature and direction of the construction of the platform. Due to different supporting units, the software and hardware configuration, professional composition and work content of the platform construction will be different. Moreover, the supporting units of the highest level service platform will directly affect the construction direction of the next level and grass-roots platform. Taking Changning District of Shanghai as an example, its third level platform is located in the district mental health center, focusing on the treatment of mental diseases; the second level platform is located in the psychiatric clinic of the community health service center, which mainly receives residents with psychological problems and need counseling services. This level accepts the guidance of the third level platform and also refers residents who need psychotherapy to the third level; each street establishes psychological counseling points through the purchase of services, which has become the first level platform of the whole system and is responsible for publicity and psychological counseling for the majority of residents. It can be seen that the units supported by the service platform largely determine the nature and direction of the construction of the platform.

## 3.4. Service object and service content

### 3.4.1. Key service groups and service contents

The document of the central comprehensive management office requires the social psychological service system to “carry out psychological assistance services for high-risk groups and key groups” and “help special groups integrate into society”. The text analysis results show that the key service groups in the 12 pilot areas are basically consistent with the document requirements, including key groups with potential threats to social security and special groups with living difficulties. Key groups include: Patients with mental disorders (mentioned in 9



pilot areas, and only the number of pilot areas is indicated in the following brackets), community correction or prisoners (7), drug addicts and detoxification personnel (6), key groups of letters and visits (4), cult personnel (3), and teenagers who drop out of school (5). Special groups include: Vulnerable groups such as lonely people (3), people with employment difficulties (3), vagrants and beggars (1), migrant workers (4), left behind people (4), empty nesters (1), migrant children (1) and bereaved families (4).

The services for key groups in the pilot areas include: psychological evaluation (9), psychological intervention (including psychological counseling, counseling, counseling, state research and judgment, crisis intervention, etc., mentioned in 11 pilot areas in total) and referral treatment (8). Six pilot areas also established psychological files for key groups, four areas provided case management services, and three areas were equipped with emergency response services. However, these services are basically in the field of medical treatment and risk prevention and control. The purpose is to prevent and reduce extreme cases caused by psychological problems.

Seven pilot areas have incorporated various “resource links” such as policy resources, economic resources and information resources (such as helping service objects apply for poverty subsidies, judicial assistance, job introduction, etc.) into the service content. These service projects provide conditions for key groups and vulnerable groups to integrate into normal social life in addition to “risk prevention and control”, which helps to fundamentally eliminate the deep causes of their petition and trouble, effectively dredge potential hidden dangers of stability. The services in some pilot areas also include policy publicity (4), legal education (1), physical examination (1), life preparation (2), etc.

### ***3.4.2. Service content for the public***

In addition to the key service groups, the social psychological service system also undertakes the publicity and education of mental health knowledge for the general public. From the text analysis, it can be seen that the service contents in most pilot areas involve the evaluation of mental health status (7), the publicity and education of mental health knowledge (9), psychological counseling (8) and the teaching of psychological relaxation skills (2); a few areas combine this work with law popularization (2), policy publicity (1), dispute resolution (4), parental education (1), etc.

## **3.5. Team building**

### ***3.5.1. Construction project participants and qualifications***

The construction of social psychological service system requires a team with professional knowledge of psychology, sociology and social work. Therefore, at least three teams have been set up in each pilot area: full time team, part-time team and volunteer team. Among them, full-time teams enter the social psychological service platform through the purchase of services by the government, specializing in the construction and operation of the platform. They usually have enough time and energy to engage in service work. Nine pilot areas have adopted this method to “hand over professional things to professional people”.

The part-time team includes civil affairs (3), education (7), public security and law (9), women’s federation (5), petition (1) and other department staff at all levels, such as political and legal cadres at all levels, comprehensive management and stability maintenance cadres, primary and secondary school teachers, civil affairs registrars, public security and civil police, etc. In their full-time work, they will come into contact with some key groups. Usually, they will use the resources of the social psychological service platform to carry out psychological counseling, emotional counseling and psychological evaluation for their work objects. In addition, grass-roots community cadres in 12 pilot areas, such as district police (or police stationed in villages), public security directors, chairmen of women’s federations, members of disabled persons’ federations, community

doctors (village doctors) and grid leaders, are regarded as grass-roots social psychological service personnel because they are familiar with social conditions and public opinion and master preliminary psychological knowledge. This full-time and part-time psychological service team is the front-line psychological service team in all places.

There is also a special component in the part-time team—expert service group. Two pilot areas have established professional associations to integrate psychological and psychiatric experts from local universities, research institutions and medical and health institutions into a psychological service team, stationed on social psychological service platforms at all levels, and engaged in professional training, consultation, research and judgment, crisis intervention and other work.

The volunteer team is divided into two categories: one is psychological and mental health professionals, such as psychological teachers (11), doctors (6), social workers (2), etc. They usually participate in voluntary services such as popular science publicity of mental health and mental health knowledge and answering hotline; the other is the group without psychological knowledge background but with rich experience and enthusiasm for public welfare (6), such as the “five elders” in the community and enthusiastic residents. They mainly assist the grid leader, community cadres and comprehensive management cadres in collecting social conditions and public opinion, visiting key service groups, etc.

Many pilot areas take the proportion of full-time and part-time staff of the service platform with psychological counselor (7) and social worker (5) certificates as the standard to measure the professionalism of the team, and improve the certificate holding rate of staff through education and training.

### ***3.5.2. Team training***

In order to improve the professionalism of psychosocial services, many pilot areas have trained platform staff (including full-time, part-time and volunteers). In terms of training contents, all localities focus on psychological knowledge (8) and counseling and training for psychological counselor qualification examination (7). Because most pilot areas lack professionals, they hope to make up for the shortcomings of professional teams through training. The specific meaning of “psychological knowledge” is mentioned in the text materials of some pilot areas, mostly the skills and skills of psychological counseling and psychological counseling (5), and a few areas involve the professional knowledge of psychological theory (1), psychological service ethics (1), social psychology (1), sociology and social work (4). In addition, there are trainings on specific issues related to the operation of the platform (8), such as the training on the use method of the evaluation system, case study and judgment training, etc.

## **3.6. Construction effect evaluation**

At present, there is no third-party organization evaluation system for the construction effect of social psychological service system, and there is also a lack of widely accepted professional evaluation indicators for the construction effect. Therefore, this paper mainly encodes the construction effect from two aspects: the summary and self-assessment of each pilot area and the construction demonstration sites highlighted.

### ***3.6.1. Construction of demonstration sites***

Among the materials collected in this paper, there are many news reports on the results reported by the pilot areas when they accept the work inspection of superior leaders and peers in other areas. These reports focus on the highlights of the self-evaluation of the construction of local social and psychological service system.

Among them, the “demonstration sites” presented in the four pilot areas are the highest level psychological

service centers in the region, which can usually reflect the most comprehensive software and hardware configuration, service coverage and platform construction orientation of the service platform. The seven pilot areas show community psychological service stations. All kinds of successful psychological service cases come from grass-roots service points, such as the two associations spontaneously established by community residents after the land acquisition and relocation of Huangzhai community in Xiping County. In addition, there are typical service points from education (6), mental health service institutions (3), civil affairs (1), courts (2) and other departments, such as family trial court of Dawukou District Court of Shizuishan City, psychological experience Hall of Gongshu District of Hangzhou City, marriage and childbirth Service Center of Xiping County and primary and secondary schools with outstanding mental health education in various places. These demonstration sites integrate psychological assistance, psychological counseling, emotional counseling and other services into the routine work of the Department, and are considered to have achieved ideal work results.

### **3.6.2. Evaluation index of construction effect**

The document of the central comprehensive management office requires each pilot area to “incorporate the construction of social and psychological service system into the evaluation of comprehensive management (safe construction)”. Therefore, when summarizing and self-evaluation, all localities will mention some comprehensive management evaluation indicators, such as “advanced safe construction” (three pilot areas), “comprehensive management evaluation ranking” (3), “public security” (7), “public security satisfaction” (2) and various cases (8), safety events (1), and the incidence of petition events (3), etc. In addition, there are two types of evaluation indicators: first, the number of cases and cases involving key groups (such as prisoners, drug addicts, patients with mental diseases, etc.) (3); the second is an objective summary of workload, such as the number of lectures (4), the number of evaluation (3), the number of person times of psychological intervention services (including consultation, counseling, referral, etc., 11), the number of consultation rooms (6), the awareness rate of mental health knowledge (2), etc. These three indicators reflect the goal of local construction work—to maintain social stability, reduce extreme cases caused by key groups, and popularize mental health knowledge among the public.

## **4. Discussion**

After evaluating the actual situation of the construction of social psychological service system in 12 pilot areas, the results show that the construction work is uneven. Some areas have done “more work”, but some areas have basically not made substantive progress (as can be seen from **Table 2**). More importantly, if we compare the “meaning of oughtness” of the three aspects of the construction of social psychological service system—content positioning, construction ideas and method value, the current system construction has prominent problems, such as serious tendency of content positioning “mental health”, limited working ideas to “risk prevention and control”, dislocation of the relationship between social psychological service and social governance.

### **4.1. The content orientation has a serious tendency of “mental health”**

According to the spirit of the report of the 19th National Congress of the Communist Party of China, the construction orientation of social psychological service system should highlight the perspective of “society” and “social psychology”, regard it as a means to realize social “soft governance”, and help solve the universal, group and emerging social psychological problems faced by the whole society<sup>[4]</sup>. However, the vast majority of pilot areas show an obvious “individual” perspective and “mental health” tendency in content positioning, reducing the macro social governance problems to individual mental health problems in the psychological counseling room.

This tendency is reflected in the following three aspects of system construction.

First, the platform software and hardware configuration and talent team construction focus on the field of psychological counseling and psychological counseling. At present, the software and hardware configuration of the service platform in each pilot area mainly focuses on mental health evaluation, psychological counseling, emotional counseling and relaxation. The functions performed are mainly the publicity and education of mental health knowledge and mental health services for key groups.

This tendency is also reflected in the qualification and training content of the social psychological service system. Most of the psychology related knowledge and work content accepted by front-line staff are at the level of individual mental health, mainly providing mental health guidance, psychological counseling and mental disease treatment for service objects. The training of the working team in many areas aims to obtain the qualification of psychological counselor, which also leads to the knowledge reserve of the staff always stays at the level of psychological counseling and mental health, which is difficult to be directly used in serving social governance. This situation is related to the defects of the export of psychology professionals and knowledge in China. Whether psychological counselors, psychotherapists, psychiatrists or staff in various fields who have received professional training in psychology, the limitations of their knowledge structure often only allow them to undertake the popularization of psychological counseling, psychotherapy and mental health knowledge, which is still far from the meaning of oughtness of “social psychological service”.

Second, the tendency of “psychotherapy” and “mental health” in the design of working mechanism and working mode is prominent. The early warning mechanism of social mentality, the psychological counseling mechanism, the “specified actions” required by government documents and the security system for fine and disabled personnel are obviously the working modes of psychological counseling and psychotherapy for key groups and special groups by using system resources. In some areas, the “whole life psychological accompanying plan” serving ordinary people and the “student psychological counseling project” serving students are also the models of serving individuals at the level of mental health.

Third, the evaluation of construction effect highlights the tendency of “mental health”. Most of the excellent demonstration sites mentioned in the demonstration of the construction results in the pilot areas are psychological service centers equipped with various psychological evaluation, psychological counseling, emotional counseling and catharsis and behavior correction equipment, primary and secondary schools with a good foundation of mental health education, and health service institutions at all levels specializing in mental disorders. In terms of resource allocation and service content, these service points focus on individual mental health education or mental disease treatment, which has no essential connection with public affairs in social governance. In addition, the “lectures on mental health knowledge”, “person times of psychological counseling services” and “awareness rate of mental health knowledge” in the construction effect evaluation indicators all reflect the requirements of mental health services. It can be seen that most of the pilot areas failed to recognize the difference between “social psychological services” and “mental health services”, and did not correctly understand the connotation of the construction of social psychological service system.

## **4.2. Psychosocial services are limited to “risk prevention and control”**

According to the spirit of the report of the 19th National Congress of the Communist Party of China, the construction of social psychological service system should not only focus on coping with negative social mentality, calming social group events, or defending individual groups threatening social stability. It should also cultivate a good social mentality from the positive and improve the people’s sense of happiness, sense of acquisition and other positive psychological indicators<sup>[13]</sup>. The social psychological service system should not only have the

function of social risk prevention and control under the category of “maintaining stability”, but also cover all aspects of social governance, ranging from the change of social governance mode<sup>[19]</sup>, to community common psychological construction<sup>[21]</sup>, from the expectation of psychological consequences of policy formulation<sup>[1]</sup> to the joint consultation and governance of community affairs<sup>[22]</sup>. However, the work of the 12 pilot areas focuses on the prevention and control of negative events and the defense of negative mentality. This is reflected in four aspects: organizational structure, working mechanism, key service objects and construction effect evaluation.

First, in terms of organizational structure, the “comprehensive treatment led” has narrowed the service objects and service contents, and marked the construction work with the brand of “risk prevention and control”, which determines the initial positioning of the construction work, that is, to eliminate the potential factors endangering public security and social stability, such as the involvement of mentally ill patients in accidents, illegal petitions, drug addicts, relapse of drug addicts, community correction and recidivism of released prisoners. Therefore, its construction plans and standards must focus on the monitoring, psychological counseling and psychological intervention of these key personnel.

Second, most of the working mechanisms are aimed at negative events, and the intervention measures are also of the nature of risk prevention and control. The social mentality early warning mechanism, psychological counseling mechanism, crisis intervention mechanism, contradiction and dispute investigation mechanism and people’s situation visit and investigation established in some pilot areas are to timely find negative and negative social mentality or events that may endanger public security and cause people’s petition. However, the working mode and mechanism of positive mentality cultivation or psychological construction are rarely put forward.

Third, the positioning of key service objects of the platform reflects the risk prevention and control function of system construction. Most pilot areas will focus on petitioners, patients with mental diseases, community correctors, released prisoners and people with prominent contradictions, frustrated life and paranoid personality. This positioning has led to the “shrinkage” of the connotation and function of the social psychological service system, turning the social psychological service that should focus on innovating social governance and improving public welfare into psychological intervention and persuasion for special groups, and become a new means to prevent and control social risks.

Fourth, the evaluation indicators of construction effect are mostly the reduction rate of negative events. From the text analysis, it can be seen that more than half of the evaluation indicators in the pilot areas are the reduction of the accident involvement rate and alarm rate of key groups. It is undeniable that good social security is a necessary prerequisite for all construction work and should be one of the contents of the construction of social psychological service system. However, social governance should not only stay in the aspects of “maintaining stability” and “risk prevention and control”, but also have some positive actions, such as promoting the formation of community common psychology, improving the credibility of government departments, improving the customer friendliness of window service units, etc.

### **4.3. Relationship between psychosocial services and social governance**

As an important means of China’s social governance modernization, the construction of social psychological service system is committed to following the law of human psychological behavior and improving the way of social governance. It should be good at realizing social good governance through “soft governance” and “technical governance”<sup>[12]</sup>. However, the pilot areas have not fully realized that one of the purposes of the construction of social psychological service system is to innovate the way of social governance and learn to “govern from the heart”.

“Governance from the heart” emphasizes social governance according to psychological laws, which is the

use of psychological knowledge in the sense of methodology. However, it does not mean that the solution of social problems should be attributed to the solution of individual mental health problems.

In contrast to the current situation, there is a widespread problem of misalignment between social psychological services and social governance in the pilot areas. There are two manifestations of this dislocation: one is that social psychological service is regarded as the premise of social governance, and the task of social psychological service is to improve the psychological quality of the public and provide a benign psychological foundation for the smooth implementation of social governance measures<sup>[22,23]</sup>; the other is to exaggerate the role of social psychological services, psychologize the actual social problems faced in governance, and take psychological counseling and mental health education as the fundamental way to solve problems and resolve contradictions.

The first dislocation directly leads to the tendency of “mental health” in the construction of most pilot areas. All localities have carried out a large number of lectures on mental health knowledge for the public and various groups, which are regarded as an important part of the construction of service system.

The second dislocation is reflected in the service content for key groups. Many pilot areas take psychological intervention means such as psychological counseling, emotional counseling, referral treatment and emergency disposal as the main service content for key groups, but they do not explore and solve the objective causes of their psychological imbalance, life frustration and abnormal behavior. This has also led to some social psychological service measures to “treat the symptoms rather than the root causes”. Only a few pilot areas noted the need to combine psychological support with practical assistance to provide economic support, legal and policy support, employment information support and links to a variety of resources for key groups. Such service projects combine the short-term psychological problems of service objects with long-term social integration problems, so as to really help them return to normal life and fundamentally eliminate the hidden dangers endangering social stability.

#### **4.4. Summary and suggestions**

From the situation of the 12 pilot construction areas, there is a large gap between the “actual situation” and “meaning of oughtness” of the construction of China’s social psychological service system. The current construction practice mainly stays at the level of mental health service and social risk prevention and control. There is great room for improvement in the positioning of construction content, construction ideas, and the relationship between “social psychological service” and “social governance”. The reasons for this gap include the deviation of policy understanding by the competent departments, the lack of theoretical research at the academic level, and the lack of implementation and innovation ability of grass-roots construction units. Therefore, it is suggested that the formulation of policy documents of relevant government departments should be unified in the future; at the academic level, we should strengthen theoretical research and play a leading role in construction practice; fully respect the innovative service model, summarize and refine its construction experience and promote it.

### **Conflict of Interest**

The authors declared no conflict of interest.

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